

Message Text

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ACTION PM-03

INFO OCT-01 ARA-06 EUR-08 EA-06 NEA-06 IO-04 ISO-00 AF-04

ACDA-05 CIAE-00 DODE-00 H-01 INR-05 L-01 NSAE-00

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INFO AMEMBASSY MOSCOW

AMEMBASSY OTTAWA

AMEMBASSY BEIRUT

AMEMBASSY LONDON

AMEMBASSY TEL AVIV

AMEMBASSY CAIRO

AMEMBASSY DAMASCUS

AMEMBASSY PANAMA

AMEMBASSY JAKARTA

AMCONSUL JERUSALEM

AMEMBASSY PARIS

USINT BAGHDAD BY POUCH

C O N F I D E N T I A L USUN 4155

E.O. 11652: GDS

TAGS: UNEF, XF

SUBJ: SECURITY COUNCIL COUNSULTATIONS ON UNEF EXTENTION

SUMMARY: SC GATHERED FOR INFORMAL CONSULTATIONS OCT. 15
TO HEAR USSR AMB. MALIK ATTACK SECRETARIAT FOR INCURRING UNEF
EXPENSES FAR ABOVE ORIGINAL ESTIMATES. MALIK DEMANDED SYG
STAY WITHIN ORIGINALLY APPROVED \$60 MILLION (AS AGAINST \$83.6
MILLION OBLIGATIONS EXPECTED TO BE INCURRED BY UN),
AND IMPLIED USSR MIGHT REFUSE TO PAY ITS FULL ASSESSMENT
IF THIS NOT DONE. WE BELIEVE SOVIET MOTIVATION IS PARTLY
TO SAVE MONEY, PARTLY TO RE-ENFORCE ITS DOCTRINAL POSITION
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ON SC CONTROL OVER ALL ASPECTS OF PEACEKEEPING, INCLUDING

FINANCES. WE ARE EXPLORING POSSIBILITY OF ENGAGING UNEF'S MAIN FINANCIAL AND TROOP CONTRIBUTORS IN A DIALOGUE, WITH AIMS OF KEEPING UNEF/UNDOF COSTS DOWN AND MAINTAINING USSR COMMITMENT TO SHARED FINANCIAL RESPONSIBILITY UNDER ARTICLE 17.

1. AT SOVIETS' REQUEST, SC HELD INFORMAL PRIVATE CONSULTATIONS LATE OCT. 15 IN CONNECTION WITH RENEWAL OF UNEF MANDATE, WHICH EXPIRES OCT. 24. MALIK READ FROM PREPARED STATEMENT (POUCHED DEPT. AND MOSCOW) AND WAS ANSWERED AT LENGTH BY USYG FOR ADMINISTRATION AND MANAGEMENT DAVIDSON. US, UK, FRANCE AND OTHERS ALSO INTERVENED.

2. MALIK'S MAIN POINTS WERE AS FOLLOWS:

A) UNEF EXTENSION OF GREAT IMPORTANCE SINCE IT IS FIRST PEACEKEEPING OPERATION WHICH "APPROXIMATES" BEING BASED ON UN CHARTER.

B) UNEF HAS RESULTED IN HEAVY FINANCIAL BURDEN ON INTERNATIONAL COMMUNITY, AS DEMONSTRATED BY 51 STATES HAVING FAILED TO CONTRIBUTE DURING FIRST SIX MONTHS, 93 NOT HAVING CONTRIBUTED DURING SECOND HALF YEAR. (MOSTLY EES).

C) ORIGINAL COST AND STRENGTH ESTIMATES WERE CARRIED OUT "BY A PECULIARLY NARROW GROUP OF EXPERTS", NOT BY SYG WHO COULD NOT BE EXPECTED TO DEAL THOROUGHLY WITH THESE CALCULATIONS. BEGIN BRACKETS IN FACT, AS DEPT. RECALLS, SECRETARIAT EXPERTS ADVISED WALDHEIM EXPENSES WOULD SUBSTANTIALLY EXCEED \$30 MILLION, BUT SYG INSISTED FOR POLITICAL REASONS ON STICKING WITH THIS FIGURE. END BRACKETS

D) SC MEMBERS HAVE RIGHT TO KNOW REASONS FOR "HUGE OVER-EXPENDITURE", AND SECRETARIAT SHOULD SUBMIT REPORT TO SC ON INCONSISTENCY BETWEEN ESTIMATES AND EXPENDITURES (IN REALITY, OBLIGATIONS).

E) SYG'S REPORT (S/11536) REFERS TO AN "AGREED" FORMULA FOR REIMBURSING TROOP CONTRIBUTORS OF \$500 PER MAN PER MONTH (PLUS \$150 FOR TECHNICIANS"). SECRETARIAT SHOULD INDICATE IN REPORT THE FIGURE IT CONSIDERS REASONABLE. AS FOR USSR, IT "DECIDEDLY OBJECTS" TO UNJUSTIFIED INCREASE, AND INSISTS SYG'S REPORT REFLECT VIEWS OF MAIN FINANCIAL CONTRIBUTORS. SPECIFICALLY, FOLLOWING STATEMENTS SHOULD BE INCLUDED IN REPORT: "CERTAIN MEMBERS OF THE SECURITY

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COUNCIL WHICH ARE THE MAIN DONORS OF THE EMERGENCY FORCE INSIST THAT ALL EXPENDITURES ON THE OPERATIONS OF UN FORCES IN THE MIDDLE EAST FROM 25 OCTOBER 1973 TO 24 OCTOBER 1974 SHOULD NOT EXCEED THE LEVEL OF \$60 MILLION A YEAR, AS SET BY THE SECURITY COUNCIL."

F) FAMILIAR DIATRIBE FOLLOWED ON AD HOC NATURE OF SECRETARIAT DECISIONS, NEED FOR MODEL AGREEMENTS UNDER ARTICLE 43 OF CHARTER, AND EXAGGERATED ESTIMATE OF REQUIRED

STRENGTH OF FORCE (PARTICULARLY CANADIAN LOGISTICS UNIT).

G) ISRAEL THEN WAS ATTACKED FOR REFUSING TO ALLOW FREE MOVEMENT OF THOSE UNEF UNITS "WHICH FOR SOME REASON ARE NOT TO THE LIKING OF THE AGGRESSOR." OVERWHELMING VOTE ON OCT. 14 PLO RESOLUTION "DESPITE ISRAEL'S FRANTIC OBJECTIONS" SHOWED DEGREE OF ISOLATION AND CONDEMNATION TO WHICH ISRAEL WAS SUBJECTED.

H) FINALLY, MALIK SAID PROPOSAL TO INCREASE UNEF EXPENSES BY \$23.6 MILLION SHOULD BE REJECTED. "IF MEASURES ARE NOT TAKEN IT IS QUITE POSSIBLE THAT SOME STATES WILL NOT PAY THE SUMS OVER AND ABOVE THE ALLOCATIONS APPROVED BY THE SECURITY COUNCIL AND THE GENERAL ASSEMBLY."

2. SYG AND USYG DAVIDSON RESPONDED TO MALIK. IN BRIEF DISCUSSION OF UNEF FINANCES BEFORE MALIK'S STATEMENT, SYG NOTED THAT SOME MEMBER STATES HAD EXPRESSED RESERVATIONS AS TO REIMBURSEMENT FORMULA AND OVERALL COST OF FORCE. HE PROMISED TO PLACE THESE RESERVATIONS ON RECORD AT FORMAL SC MEETING EXTENDING UNEF. TO MALIK'S SPECIFIC ALLEGATIONS, DAVIDSON'S ESSENTIAL REPLY WAS THAT SEVERAL IMPORTANT EXPECTATIONS ON WHICH SECRETARIAT'S ESTIMATES WERE BASED HAD NOT BEEN FULLY REALIZED. FIRST, AIR TRANSPORT HAD BEEN PROVIDED FREE OF CHARGE, BUT ONLY FOR INITIAL EMPLACEMENT. SECOND, ANTICIPATED VOLUNTARY CONTRIBUTIONS OF EQUIPMENT HAD NOT MATERIALIZED. THIRD, NUMBER OF CONTINGENTS DID NOT ARRIVE FULLY EQUIPPED, AND ACCIDENTS TO AIRCRAFT AND OTHER EQUIPMENT HAD OCCURRED IN FIELD. AT MALIK'S REQUEST, SYG AGREED TO INCORPORATE DAVIDSON'S EXPLANATION INTO A MEMORANDUM TO SC.

3. AMB. SCHAUFLELE SAID THAT AT BEGINNING OF UNEF OPERATION EXACT SIZE OF FORCE, AREAS OF EMPLACEMENT, ETC., WERE UNKNOWN AND PRECISE EXPENDITURES WERE THEREFORE IMPOSSIBLE
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TO FORETELL. NEVERTHELESS, THERE DID APPEAR TO HAVE BEEN LACK OF FORESIGHT IN SOME CASES. ONE EXAMPLE WAS SECRETARIAT'S FAILURE TO PROVIDE FOR ROTATION EXPENSES, WHICH WERE NORMAL PART OF EVERY PEACEKEEPING OPERATION. REIMBURSEMENT QUESTION WAS SOURCE OF CONSIDERABLE CONCERN TO US. FOR EXAMPLE, SOME COUNTRIES CAME TO FIELD FULLY EQUIPPED AND SOME DID NOT, AND IT DID NOT SEEM FAIR TO HAVE A FLAT REIMBURSEMENT RATE FOR BOTH. FINALLY, FINANCIAL MATTERS WERE PROPERLY CONCERN NOT OF SC BUT OF GA. UNDER ARTICLE 17 OF CHARTER, APPROPRIATE BODIES FOR DEALING WITH FINANCIAL QUESTIONS WERE SYG, ACABQ, 5TH COMMITTEE AND PLENARY.

4. INDONESIA AMBASSADOR INTERVENED BRIEFLY TO SAY THAT HIS COUNTRY, LIKE MANY SMALL STATES, HAD PROVIDED TROOPS TO HELP ACHIEVE PEACE, BUT COULD NOT ALSO CARRY HEAVY

FINANCIAL BURDEN AS WELL. \$500/\$150 PER MAN PER MONTH WOULD NOT COVER INDONESIA'S EXPENSES. MOREOVER, AS A DEVELOPING COUNTRY, INDONESIANS NEEDED ITS TROOPS FOR DEVELOPMENT PURPOSES. (SYG HAD ANNOUNCED EARLIER THAT PANAMANIAN CONTINGENT WOULD BE WITHDRAWN THIS DECEMBER. WALDHEIM SAID PANAMANIAN AMBASSADOR TOLD HIM CONTINUED SERVICE WOULD BE FINANCIAL STRAIN FOR PANAMA.)

5. FRENCH AMB. DEGUIRINGAUD SAID MAIN QUESTION BEFORE COUNCIL WAS RENEWAL OF FORCE. SOME FINANCIAL MISJUDGEMENTS MIGHT HAVE BEEN MADE, BUT PEACE WAS BEYOND PRICE. ON REIMBURSEMENT, FRANCE FAVORED A BASIC FLAT RATE, THOUGH MUCH LOWER THAN \$500, WITH SUPPLEMENT TO COUNTRIES THAT PROVIDED COSTLY EQUIPMENT. IN A SUBSEQUENT INTERVENTION, DEGUIRINGAUD EXPRESSED CLASSIC FRENCH PEACEKEEPING DOCTRINE THAT IT WAS UP TO SC TO DECIDE OVERALL COST OF AN OPERATION, WHILE RESPONSIBILITY OF 5TH COMMITTEE AND GA WAS ONLY TO ALLOCATE EXPENSES AMONG UN MEMBERS.

6. UK PERM REP RICHARD PROPOSED PUTTING OFF FURTHER DISCUSSION TO LATER IN WEEK SO THAT MEMBERS COULD HAVE OPPORTUNITY TO DIGEST INFO PROVIDED BY SECRETARIAT AND MALIK. THIS PROPOSAL WAS GENERALLY AGREEABLE, AND IT WAS DECIDED COUNCIL WOULD HOLD FURTHER INFORMAL CONSULTATIONS AFTERNOON OF OCT. 17.
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7 COMMENT: WHILE NOT MUCH WAS ACCOMPLISHED AT THIS SESSION, CLEAR PICTURE EMERGED OF DIVERGENT INTERESTS OF TROOP AND FINANCIAL CONTRIBUTORS, AND OF NEED FOR CONSULTATIVE MECHANISM TO RECONCILE THEM. SOVIET CONCERN OVER HIGHER COSTS PARALLELS THAT OF US, FRANCE AND UK, THOUGH FOUR GOVERNMENTS OF COURSE DIFFER AS TO WHAT SC SHOULD DO ABOUT PROBLEM. NOR CAN SOVIET THREAT OF WITHHOLDING PART OF ITS ASSESSMENT BE TAKEN LIGHTLY. IF CARRIED OUT, DOOR WOULD OPEN FOR ALL MEMBERS TO DECIDE WHAT THEY SHOULD PAY. FOR THESE REASONS, WE WILL BE TAKING SOUNDINGS ON IDEA OF CONSULTATIVE MECHANISM WITH SECRETARIAT AND MAJOR TROOP AND FINANCIAL CONTRIBUTORS.
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